



pennsylvania
GOVERNOR'S CENTER FOR
LOCAL GOVERNMENT SERVICES

PERKIOMEN VALLEY REGIONAL POLICE STUDY

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**Governor's Center for
Local Government Services**
Joseph L. Kirschner
Police Peer Consultant

Lower Frederick Township
Upper Frederick Township
Perkiomen Township
Schwenksville Borough



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EXECUTIVE SUMMARY

- This proposal would establish one full-service regional police department, consisting of 18 sworn full-time officers and 2 full-time civilian clerical personnel to serve the four combined municipalities with a resident population of 18,897.
- Or, if preferred under a second option, would establish one smaller regional department, with a population of 9,758 from only three municipalities, as compared to the larger, more full-service department.
- The proposed budget(s) provide funding for all full-time officers, vehicles, civilian staff, facilities and equipment beginning in 2019 for either department.
 - Eliminates the use of all part-time officers.
 - Increases patrol coverage to all areas and participating municipalities, with officers assigned to specific patrol zones, along with Patrol Sergeants, Traffic Officers and a full-time Detective in the larger department.
- Provides funds for the use of full-time civilian clerical staff in either proposed department.
- Establishes a full-time Detective Unit (1) and assigns Traffic Officers (4) in the larger regional department.
- Includes all initial rental, construction or modification costs for the required size police headquarters facilities for either proposed department.
- Qualifies either new regional department to receive Pennsylvania Regional Police Assistance grants based on availability and needs assessment.

INTRODUCTION

The intent of this study is to examine two regional police options for the Townships of Lower Frederick, Upper Frederick, and Perkiomen along with the Borough of Schwenksville. All of them are contiguous and located in the "Perkiomen Valley" region of Montgomery County, Pennsylvania. It is felt that the most benefit to be gained from regionalization would be gained by forming one four municipality full-service police department. If not, the next best option would be the joining of the three smaller municipalities, to create a smaller, but functional, regional police department to serve just those three communities. The study was initiated at the request of the respective elected officials from each of these municipalities. The officials made their requests via the submission of official "Letters of Intent" to representatives of the Governor's Center for Local Government Services (hereafter referred to as the GCLGS), located in the Pennsylvania Department of Community and Economic Development (DCED). The letters of intent officially requested that a study be conducted by the GCLGS and, furthermore, recognized that none of the involved municipalities were obligated, or bound, by the results of the study in any way.

Similar community needs and issues, growing cultural diversity, county-wide drug enforcement issues, growing regional and county-wide traffic problems, school district concerns, fiscal constraints and other substantial issues have raised new challenges for municipalities and their police departments. It is often difficult for small agencies with very limited resources to positively impact problems faced in the community. It has become necessary in many locations to consider ways to improve police service while stabilizing current and future costs. The concept of regional and/or contractual policing is one option that over 300 municipalities currently participate in and one that many municipalities in Pennsylvania are now exploring.

Presented in this study is information to help each of these communities make that decision. Information collected and provided by the local officials, the GCLGS, the participating police department and the PA State Police, was used to determine the feasibility and the nature, size and design of the consolidation. Because of the geographic size of the four combined communities, the GCLGS has examined various options for developing one larger or one smaller, but functional, regional police department to serve this area. In doing so, the GCLGS has prepared a proposed budget for each option. Specifically, there are two (2) regional police department options the GCLGS has determined to be feasible, depending on the needs of the respective municipalities. They are:

Option # 1 – All four municipalities in one combined PD; 18,897 population; 23.67 square miles.

Option # 2 – Three municipalities in one combined PD; 9,758 population; 18.95 square miles.

* See Note on next page.

Recommendations have been made concerning the organization of a governing body for a regional police commission, the staffing levels for each regional police department, an estimated operating budget for each option, and equitable methods of cost distribution among the municipalities.

Lastly, on behalf of the GCLGS, Chief Joseph L. Kirschner (Ret.), the peer consultant, would like to thank all the local government officials and the appointed employees of the involved municipalities for their excellent cooperation and assistance in completing the reviews of the associated police departments and municipalities to aid in accessing the feasibility of consolidation. Such cooperation was very appreciated and contributed immensely to the success of this study.

NOTE - Regarding the list of proposed police department options shown on the previous page, the below breakdown shows the municipalities proposed for both the proposed Option # 1 and Option # 2. More information, including the proposed staffing levels, the proposed budget and the cost breakdown for each of these proposed options, is provided in later sections of this study. The proposed municipal breakdowns are as follows:

- **“Option # 1 – Lower Frederick Township, Upper Frederick Township, Perkiomen Township and Schwenksville Borough.**
- **“Option # 2” – Lower Frederick Township, Upper Frederick Township, and Schwenksville Borough.**

CONSOLIDATED POLICE SERVICES

Definition

Consolidation of police services requires the abolishment of political subdivision boundaries for police services and the unification of existing police forces into one regional police department. The distinctive characteristic of this method of policing is that the operation of the police agency is outside the direct control of any one municipality. The police department operates under the guidance of a newly formed regional police commission consisting of elected officials from each of the participating municipalities.

Legal Authority for Police Consolidation:

Section 5 of Article IX of the Constitution of the Commonwealth of Pennsylvania serves as the legal and constitutional basis for consolidation of police services in the state. Section 5 of Article IX states:

A municipality by act of its governing body may, or upon being required by initiative and referendum in the area affected shall, cooperate or agree in the exercise of any function, power or responsibility with or delegate or transfer any function, power or responsibility to, one or more other governmental units including other municipalities or districts, the federal government, any other state or its governmental units, or any newly created governmental unit.

Act 180, as passed by the General Assembly and signed into law by the Governor on July 12, 1976, serves as the enabling legislation that makes cooperation of public services in the Commonwealth a legal process. Contained in the Act are the provisions for initiating the cooperation and identification of the necessary contents of the agreement.

Section 1202, clause 34 and 35 of the Borough Code; Section 1502, clause 53 and 54 of the First-Class Township Code; and Section 702, clause 40 of the Second-Class Township Code also bestow authority upon municipal governments to enter into agreements for the purpose of intergovernmental cooperation.

Governing Law:

While there has been no decision to date about whether or not any specific law (such as the Borough Code, Police Tenure Act, Civil Service, and/or others) applies, regional police departments have looked to such acts and codes for guidance and direction in the handling of their affairs.

However, in so doing, they have not been deemed in any fashion to have adopted or become so bound to abide by said acts and codes, by implication or past practice, unless they decide to do so. If such a decision is made, it must be stipulated within the Articles of Agreement or Charter Agreement.

Note: The GCLGS has taken the position that all laws that are uniform and applicable for all classifications of municipalities in Pennsylvania are also applicable for regional police departments.

Expressed Authority:

The newly created police commission should have the expressed authority to conduct business to include, but not limiting itself to some, or all, of the following functions:

- lease, sell, purchase real estate;
- lease, sell, purchase personal property;
- enter contracts for purchase of goods and services, and collective bargaining agreements;
- hire, fire, suspend, promote, demote, discipline, set salaries, and otherwise deal with employees;
- serve as a hearing board for employee grievances;
- establish and maintain bank accounts and other financial accounts;
- invest monies;
- borrow monies;
- establish and fund employee benefit programs, including pension fund, and
- delegate any of its powers, expressed or implied, to the Chief of Police or his/her next in command, at the discretion of the police commission.

ADVANTAGES OF REGIONAL POLICE SERVICES

The general advantages of, and some of the more common arguments for, regional police services are described below. Similar issues arise regardless of the way in which the agencies may be developed, the geographic conditions or the special composition of the area.

Improvement in the Uniformity and Consistency of Enforcement

Police regulations and local law governing police practices and performance often vary from community to community. The implementation of the regional police department requires the establishment of uniform policies, practices, and regulations. The resulting standardization of law enforcement reduces citizen dissatisfaction and encourages voluntary compliance with the law.

Improvement in the Coordination of Law Enforcement Services

Frequently, criminal investigations and law enforcement activities are limited by jurisdictional boundaries. In a regional police department, geographic boundaries are extended, permitting police officers to focus activity on the source of the disorder, rather than simply addressing the symptoms. Under central leadership and direction, and with uniformity of purpose, procedure, records keeping and policy, a regional department eliminates duplication of services and competition between local departments. This results in a more cost effective and efficient use of limited public funds.

Improvement in the Recruitment, Distribution, and Deployment of Police Personnel

Recent statutory requirements regarding the selection, eligibility criteria, initial training, and annual certification of police officers have resulted in increased professionalism in the field. This has consequently resulted in higher wages, increased training costs, and competition between various law enforcement agencies in the recruitment of quality personnel.

Smaller agencies, offering lower salaries and fewer incentives, are often at a disadvantage in the recruitment and retention of quality officers. Consolidation of services across a broader tax base often results in improved recruitment ability.

Law enforcement services should be distributed and deployed based upon justified demand for services. Small departments do not maintain the staffing levels required to meet such demands. Regional departments have greater flexibility in the scheduling and distribution of officers necessary to meet service demands, due to increased staffing levels. Where municipalities may currently not be able to provide any local police services or part-time services at best, consolidation may permit several local governments to provide full-time police service through cooperative financing.

Improvement in Training and Personnel Efficiency

Providing proper and necessary police training is mandatory pursuant to Act 120, the Municipal Police Officer Education and Training Law. Annual in-service training includes a minimum of sixteen hours of classroom study, annual qualification with all weapons, CPR and first aid, deadly force and use of force training, and training in hazardous materials operations. At the current time, the minimum required time for training is nearly forty hours per officer, per year. Small departments find it difficult to meet training requirements and still maintain appropriate staffing levels. When sending an officer for training it often means not providing police patrol during certain periods of the day or paying overtime wages to cover shifts. Officers who do not meet minimum training requirements will be decertified as police officers. Any arrests made by such officers are invalid and municipalities that choose to ignore these provisions may find themselves in court, defending costly litigation. Consolidation often means that more personnel will be available to attend needed training. In many cases, local officers can be certified as instructors, thereby reducing the need to send officers away from the department for training. In addition, vacations, losses due to sick time and work-related injury, court appearances, and personal days erode the ability of any department to properly staff its patrol and investigative services. Consolidation allows more flexibility in scheduling for such circumstances.

Improved Management and Supervision

In many small police departments, the chief of police and supervisory officers often function in the capacity of a patrol officer, with little time remaining for administration and supervision. They are unable to devote the necessary time to develop and maintain sound management systems. Consolidated departments, depending on their size, may permit the chief of police to become a full-time manager, improving the overall function of the department. Consolidated departments are generally better able to offer the salaries and benefit packages, which attract high caliber candidates for the position of chief. Increased efficiency in police administration and management is only one positive result of police consolidation or regionalization.

Reduced Costs

Regionalization of any local government service usually results in decreased cost to the individual municipalities involved, if the municipality is already providing that service. Nowhere is this truer than with law enforcement and police services. There are established minimum costs involved in the development and continued funding of any police department. These costs are centered in the police facility, communications, vehicle fleet, office equipment, records system, and administrative services. There are usually many instances where closely adjoining departments duplicate infrastructure and support services. The duplication of support personnel is also a major consideration. Consolidation results in decreased individual costs by reducing duplication of infrastructure and support requirements within the service area. Studies previously conducted by the former Department of Community Affairs and recently by the Department of Community and Economic Development (DCED) have indicated that, in most situations and if properly managed, regional departments save an average of 24% when compared to traditional police departments.

DISADVANTAGES OF REGIONAL POLICE SERVICES

Arguments against consolidation of municipal police services are basically the same. Similar issues arise regardless of the manner in which the agencies may be developed the geographic conditions or the special composition of the area.

Loss of Local Law Enforcement Services

Police officers in Pennsylvania, as well as in every other state in the U.S., routinely perform many duties, which are not typically considered to be a police function. These duties are generally traditional in a particular community and were assigned to the police department by default - there was no one else available at the time. These miscellaneous duties are still very much a part of the everyday job of a local police officer. Running errands, delivering documents, turning on lights for special occasions, flood watches, parking meter enforcement and repair, school crossing duties, escorts for funerals and issuing permits and licenses are some of the extra tasks "inherited" by local law enforcement. Typically, when consolidation occurs, the police department discontinues many of these tasks.

Loss of Local Control

In the traditional law enforcement situation, where each municipality creates and maintains its' own police department, the entire governing body is often directly involved in the day-to-day operations of the police agency. Regional police departments are governed by a police commission, which provides broad policy guidance to an administrative chief of police, who is directly responsible for all day-to-day operations of the department. The chief of police has broad authority and responsibility and is accountable to the commission. The commission consists of an established number of representatives from each participating community. Direct political and personal control over the department is considerably reduced.

Loss of Citizen Contact

Occasionally there is a concern that the citizens of a participating community will not have as close a relationship with the members of a regional police department as they do with their "own" officers. If this situation develops, it will be temporary and will exist only until the police officer becomes acquainted with their "new" area. In addition, many of the police officers employed in a regional police department will have served previously in each of the municipalities.

Loss of Position

Members of the local police department, current chiefs and elected officials may initially fear a loss of position if regionalization efforts prevail. While it is certainly true that every current chief can't retain the top position in the consolidated department and that some officers may choose not to participate in the new venture, regionalization is not intended to eliminate individual employment positions. Such concerns can be addressed through negotiations and discussion. In this specific arrangement, however, it not is recommended that any full-time positions be eliminated.

All the four current positions should be retained and can be utilized, some under new or different ranks and positions, by either regional department. Furthermore, several new full-time police officer positions, fourteen with Option # 1, or six with Option # 2, would actually be added, along with some new civilian clerical positions as well.

As for the specific types of positions, because of the many advantages to having full-time police officers within any agency, it is the usual practice of the GCLGS to recommend the use of full-time positions when any staffing formulas are presented. Some of the inherent advantages to having full-time officers includes: overall qualification levels, education and training levels, certifications from the MPOETC, experience, schedule availability, familiarity with the community, supervision, discipline and so forth. However, if part-time officers are desired or otherwise required by any regional department, such officers can be utilized at the discretion of the Chief of Police and his or her administration, and with the approval of the Regional Police Commission.

CURRENT DEMOGRAPHICS OF THE MUNICIPALITIES

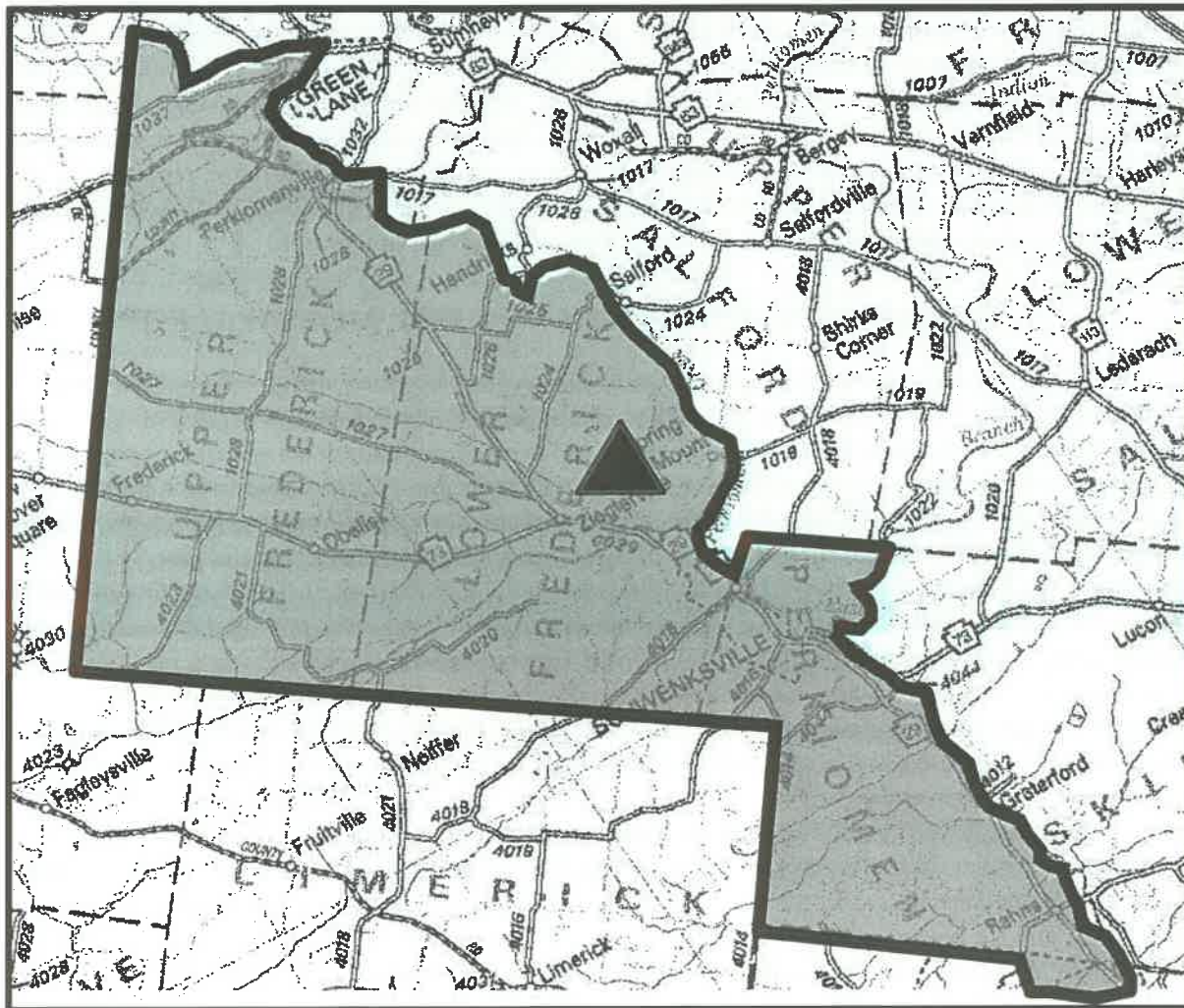
Chart 1 provides data on each community and its present police agency, if any. The four municipalities have a total combined population of 18,897 persons, residing in an area of approximately 23.67 square miles. This equates to an average population density of 798 persons per square mile. However, the population densities in these municipalities range from a high of 3,298 persons per square mile in Schwenksville Borough to a low of 349 persons per square mile in Upper Frederick Township. There is a total of 6,112 occupied housing units in the four municipalities. Again, these range from a high of 2,556 units in Perkiomen Township to a low of 662 units in Schwenksville Borough. All population and related data was provided by each municipality and was verified with the U.S. Census Bureau website and all such data is believed to be current and accurate. When viewed independently, the four municipalities are somewhat dissimilar in size and population density. Schwenksville is the only borough and is smaller and more densely populated and more developed than the remaining three townships.

As a rule, lower population densities generate less of a workload for police than higher densities. However, in reviewing some of the available types and numbers of police incidents, there appears that there are little differences in the number and types of police services needed by the townships and the borough. Only Lower Frederick Township currently maintains its own police department currently with four full-time officers. The other three utilize the Pennsylvania State Police for all police coverage from Troop K, the Skippack Station in Montgomery County. In addition to these three municipalities, the State Police at Skippack cover seven (7) additional municipalities, for a total of ten (10) in Montgomery County. The combined population of these ten municipalities covered by the State Police is 57,942.

Combined, these municipalities in the study have several shopping and business areas and one fairly large school district with several schools. There are also some light industrial and commercial areas, many residential neighborhoods and rural residential areas. Portions of PA Routes 29 and 73 are also within their combined borders.

REGIONAL POLICE DEPARTMENT COVERAGE MAP

Combined Coverage Area 23.67 Square Miles



 **Proposed Location of Regional Police Headquarters
at the Lower Frederick Township Municipal Building**

CHART 1
CURRENT DEMOGRAPHICS OF THE MUNICIPALITIES

CATEGORY	Lower Frederick Township	Upper Frederick Township	Perkiomen Township	Schwenksville Borough	TOTALS
Population	4,850	3,523	9,139	1,385	18,897
% of Population	26%	19%	48%	7%	100%
Pop. Density per sm	575	349	1,936	3,298	798
Housing Units	1,806	1,088	2,556	662	6,112
Square Miles (sm)	8.43	10.1	4.72	.42	23.67
% of Square Miles	36%	43%	20%	1%	100%
Total Road Miles	36.7	28.2	36.1	4.8	105.8
% of Road Miles	35%	27%	34%	4%	100%
Full-Time Officers	4	0	0	0	4
Part-Time Officers	0	0	0	0	0
Police Vehicles	5	0	0	0	5
Police Clerical Staff	0	0	0	0	0

CHART 2

CURRENT POLICE DEPARTMENT BUDGET INFORMATION

As provided by each municipality, the budget information for each police department for the year of 2018, is listed below. The reported budget for Lower Frederick Township is \$602,611.36.

Lower Frederick Township	\$602,611.36
Upper Frederick Township	0
Perkiomen Township	0
Schwenksville Borough	0

CRIME STATISTICS & DATA

There are several methods of measuring and evaluating crime in a community. The most common and universal is participation in the FBI Uniform Crime Reporting system (UCR). The UCR's establish a standardized method of collecting and categorizing crime information. The primary objectives of the Pennsylvania Uniform Crime Report (UCR) Program are to inform the Governor, Legislature, other government officials and the public concerning the crime problem in Pennsylvania and to provide law enforcement administrators with crime statistics for administrative and operational purposes.

Although not designed to be used to compare one agency against another, many police department use the UCR's as a benchmarking process and compare their crime rate with that of other similar communities in their county and region. A high or low crime rate by itself is not a valid tool to measure the effectiveness of a police department, but it may be used to help determine the number of police officers needed in a community. The FBI cites several factors that affect the crime rate in any municipality. These factors include:

- Population density and degree of urbanization
- Composition of population, including number of youth or elderly
- Economic conditions including median income and employment
- Cultural conditions including educational, religious, and recreational issues
- Family conditions
- Citizens attitudes toward crime
- Law Enforcement strength and operational capability
- Administrative and investigative emphasis of law enforcement
- Crime reporting practices of the citizenry and the police agency
- Regional transportation and highway systems

For the year of 2017, only one of the four municipalities reported their reported crimes via the Pennsylvania State Police Uniform Crime Reporting (UCR) System. Their reports showed a combined total of 78 reported crimes. Those reports were from Lower Frederick Township and showed 24 Part 1 crimes and 54 Part 2 crimes. No other crime reports, for any of the other three municipalities, were provided or were listed in either the 2016 or the 2017 Pennsylvania UCR. All Part 1 crimes include the eight major offenses of Murder, Rape, Robbery, Aggravated Assault, Burglary, Theft, Auto Theft, and Arson. All other offenses, such as DUI's, Simple Assaults, Retail Thefts, Vandalism, Liquor Law Violations, Drug Offenses, etc. are listed as Part 2 crimes under both the federal and state UCR systems. However, in this study, the data is obviously incomplete. Crime breakdowns or totals for the municipalities covered by the PA State Police were unavailable, either directly from them or via the UCR reports, at the time of this study. Consequently, crime data comparisons for all four municipalities could not be completed, analyzed or provided in this study.

However, because of many variations which always occur when reporting crimes and calls for service, this study will focus, instead, on the International Association of Chiefs of Police (IACP) formula, based on the average of 550 calls for service per 1,000 residents as the benchmark for projected police staffing needs. This specific formula has found to be a very effective predictor of police staffing levels in several other regional studies conducted by GCLGS and in other locations throughout the country.

In assessing the manpower needs for the new regional department, the total projected calls for service, not just the reported crime statistics were carefully considered. Since only the one municipality, Lower Frederick Township, reported 78 total crimes in 2017, this equates to a Total Crime Rate of 16 crimes per 1,000 residents for their township. When this same rate is projected to 18,897 residents, it shows a projection of 302 crimes for that population of 18,897, or about 6 reported crimes per week. Based on these projections, only one (1) detective position will be proposed for the new regional department's staffing under Option #1. It is recommended that this position, either within the full or in any other subsequent department, be a lateral position, and not a promotion if created (See Organizational Charts #8 and #9). At the discretion of the Chief, a qualified officer from the department should be laterally assigned to any detective position. The detective, under the direct supervision of a Sergeant or other supervisor, should then be assigned to investigate all reported crimes and other criminal related incidents.

If the levels of crime require it, an additional detective / officer could be assigned by moving an officer from patrol in the future. The specific policies on what cases the detective(s) should investigate, their schedules, and their on-call status should all be developed within the departments new Policy and Procedure Manual. The detective should additionally be trained in juvenile law and juvenile related investigations. At various times, or if needed to provide additional patrol staffing, the detective could work in uniform, including wearing an identifiable "soft" uniform, if they would be on patrol or be required to enter the schools or would be dealing with children elsewhere in any of the communities.

Also, the detective, and possibly even one patrol officer per squad in the larger department, should also be selected and specially trained in forensic evidence collection and crime scene investigation. With the rapidly developing advances in the science and technology of forensic evidence, many crimes can be solved if a department commits the resources, training and equipment to properly process crime scenes. Having these trained personnel, along with maintaining a full selection of modern crime scene equipment, should give this department these professional capabilities now and for many years to come.

PROJECTED POLICE STAFFING AND SERVICE NEEDS

Police personnel needs are determined by workload. The workload of a police department is determined by the number of incidents reported to or discovered by police with adequate time allowed for preventative patrol and handling the other administrative tasks associated with municipal policing. It is necessary that appropriate staffing levels be established before making any decision to consolidate police services. Once it is established how many police officers will be needed to adequately service the area under consideration, then it will be possible to determine how much it will cost each community to become part of a regional police effort, and how much service it can expect to receive from the police department.

The formula used by the GCLGS to determine police personnel needs was developed by the International Association of Chiefs of Police (IACP). The formula has been used and applied extensively throughout the Commonwealth by the GCLGS and found to be reliable. However, like most situations where an overall standard is applied to a unique and specific set of circumstances, it is subject to error and should not be considered infallible. The IACP formula is applied on the assumption those 45 minutes is the average time necessary to handle the average police incident.

Serious crimes, especially those involving an arrest or prolonged investigation take considerably longer and minor incidents may take much less time to resolve; but 45 minutes has been found to be a reliable average. It is recommended that only one third of an officer's duty time be taken up with the response to incidents.

An officer needs time to handle equipment service, court appearances, and administrative duties as well as conduct his or her preventative patrols to help insure the safety and well-being of the community. The formula adds a buffer factor to account for these needs. It should be noted that an officer on a small department needs more administrative time since they are usually responsible for more record-keeping tasks than their counterparts in a larger department who have more support staff.

In addition, the formula recognizes that each officer is actually available for duty only 1,702 hours per year when regular days off, vacations, holidays, sick leave, training time, and court time are all considered. When applied, the calculations derived from the IACP formula only determines the number of officers needed for patrol duties and to respond to calls for service and other incidents. It does not include administrators, supervisors, detectives or other required specialists in the department.

When forming a full service, professional police agency, it is wise to consider this fact when deciding on staffing levels and including extra manpower for supervisory and investigative duties is recommended, even when officers assigned to these duties must also work the street. It is important that when using this formula, the number of incidents used for the calculations is accurate. If accuracy cannot be completely assured, then a more accurate estimate of the incident level can be determined by applying the standard that approximately 550 police incidents occur for every 1,000 residents in the community or .55 per person. In this study, to insure uniformity between all the municipalities, we have decided that it was best to use this formula, which approximates 550 calls for service per year for every 1,000 residents, as the most dependable.

DETERMINING PATROL STAFFING NEEDS

The following is a step-by-step description of the IACP formula with the applicable numbers displayed in Chart 2 and further broken down in Charts 6 and 7, which follow the formula's description to arrive at its projected numbers.

Step 1

Determine the number of complaints or incidents received and responded to by the police departments. Complaints or incidents include all forms of police activity where an officer responded and/or took official action. Incidents do not include situations where advice was given over the telephone, delivering messages, handling internal police matters, etc. In most cases a report will be written, coded, assigned an incident number, and then entered in a records management system by an officer or secretary after an incident is completed, reviewed and approved.

Step 2

Multiply the total number of incidents by .75 (45 minutes). It is generally conceded that 45 minutes is the average time required to handle an incident.

Step 3

Multiply by 3 to add a buffer factor and time for preventive patrol. General experience has shown that about one third of an officer's time should be spent on handling requests for service. Other requirements include servicing police vehicles and equipment, personal relief, eating, and administrative duties must be taken into consideration. Time must also be allotted for preventative patrol.

Step 4

Divide the product by 2,920 - the total number of hours necessary to staff one basic one officer patrol unit for one year ($365 \times 8 \text{ hours} = 2,920$). The result of applying the IACP formula establishes the number of patrol units necessary to police the community (not the number of officers, but the number of units). To determine the number of officers required to staff each patrol unit, the assignment/availability factor must be determined. This is accomplished by determining how many hours the average patrol officer is not available for duty on the street and subtracting that time from the patrol unit hours of 2,920.

General Breakdown of Unavailable Hours -

Factor	Annual Hours
Regular Days Off (104 / year) or (2 / week)	832
Vacation (19 / year)	152
Holidays & Personal Days (15 / year)	120
Court (5 / year)	40
Training (5 / year)	40
Sick / Injury Leave (2.25 / year)	18
Miscellaneous Leave (2 / year)	16
TOTAL	1,218

(2,920 Hours minus 1,218 Non-Available Hours = 1,702 Available Hours)

Step 5

Once the total available hours of the average patrol officer are established, the assignment/availability factor is determined by dividing the available hours into the yearly patrol unit requirement of 2,920 hours. This results in a factor of 1.72. In other words, it takes 1.72 police officers to staff each patrol unit required to police the community. This does not include administrators, supervisors, investigators, or other specialists, only patrol personnel. Staffing needs can also be estimated by using formulas based on population and on crime statistics. To create a professional department for each option, the general staffing analysis is as listed in the chart below. Officer staffing estimates were based on a population ratio of 1.0 officers per 1,000 population which is, generally, the average officer-to-population ratio used in many similarly sized regional departments throughout the Commonwealth of Pennsylvania.

CHART 3

PROPOSED POLICE STAFFING LEVELS

Option	Total Population	Total Square Miles	Officers Proposed	Officers per 1,000 Persons
1	18,897	23.67	18	1.0
2	9,758	18.95	10	1.0

GENERAL ORGANIZATION OF THE PROPOSED POLICE DEPARTMENT(S)

In the two subsequently listed charts 6 and 7, recommended officer staffing numbers will be presented for each possible option. The numbers of officers ranged from a low of 10 officers for a combined population of 9,758 to a high of 18 officers for a combined population of 18,897. Officer staffing levels were based on a ratio of approximately 1.0 officers per 1,000 population. This is a generally used staffing level in many of the other regional police departments now in operation throughout the Commonwealth of Pennsylvania. In fact, the average ratio of all thirty-six current regional police departments in the state is 1.1 officers per 1,000 population.

Based on the populations, sizes and characteristics of the existing regional departments, similar to the ones being proposed, the officer to population ratios in the chart later provided goes from a low of .6 to a high of 1.8. The average for this specific chart is 1.2 officers per 1,000 population. While 1.0 or 1.2 officers per 1,000 may, at first glance, seem to be a relatively high number of officers for these combined communities; it is well below the rate for the entire Commonwealth of Pennsylvania, which is 2.3 officers per 1,000 population. These rates are compiled by the Pennsylvania State Police and were published in the 2016 and 2017 Pennsylvania Uniform Crime Reports.

It is recommended that if a regional department is formed, that it should be governed by appointed members of a "Regional Police Commission". The commission would be comprised of elected officials from each participating municipality. The terms of the commission, along with the final number of members, should be specified under the "Articles of Agreement" between these municipalities. The commission members should be chosen from elected officials, which could include a Supervisor from each township and either the Mayor or a Borough Council member from the borough. If needed to make an odd number of members for voting purposes, an additional member could be added, serving as an "at large" member and only for a one-year term from each municipality, and on a rotating basis. It is further recommended that the permanent members be selected for a minimum three-year term on the commission. However, as mentioned before, the final number and the exact make-up of the Regional Police Commission should be determined by the participating municipalities of each regional department.

It is strongly recommended that, if possible, the regional department(s) be headquartered in new, modern police facility. Ideally, this facility should be located somewhere in the geographic center of the regional department coverage area, and on municipal property if possible. The recommended size of these facilities should be based on a minimum of 250 square feet per full-time employee, based on studies and recommendations from the International Association of Chiefs of Police. Based on the data provided, the recommended headquarters for the regional department would be the existing police facility at the Lower Frederick Township Municipal Building. To add some need space, a modular building annex of approximately 1,500 square feet should be constructed. Contract assistance for obtaining such a facility is available through various Pennsylvania vendors and information on such will be provided to the municipalities along with this study by DCED.

Regarding the need for a police sub-station, we do not feel that, with only 23.67 square miles in area, there would be a need for a sub-station. However, because of the higher number of residents and, specifically, with the high school being in Perkiomen Township, a small one or two room sub-station could be considered in that township. However, this should only be done if the sub-station was either donated by or provided at minimal cost by Perkiomen Township, or possibly by the Perkiomen Valley School District, on some portion of the township or school district property.

The police department(s) should also hire full-time or part-time civilians, in a ratio of approximately 1 civilian clerk for every 8 or 9 officers, to serve in clerical positions in the new department(s). One such person, in the larger department, would also serve as an Administrative Assistant for the Chief of Police as needed. The administrative person would also serve as the secretary to the Regional Police Commission for meetings and related correspondence.

The department's personnel should be scheduled to work so that the most officers are generally available for the shifts when the demand for police services is greatest. In many suburban communities, the day shift, or the commuter and business period from 7:00 AM to 7:00 PM, is generally busier and requires more officers on duty than most night shifts. The specific type and design of a suitable schedule to best serve the combined municipalities should be worked out in advance of the effective date of the regional department(s) becoming operational. Assistance from the GCLGS is available for this, if required. However, a standard four squad system, using either an 8-hour or 12-hour patrol schedule, or even a combination of both, would most likely be recommended. Other factors, like crimes, traffic patterns and school related impacts, should also be examined to provide the best number of officers on duty when required and to provide proper coverage to all the communities.

The Chief of Police in any regional police department has many more administrative duties than his or her counterparts in a single agency department in a city, borough, or township. In addition to planning, directing, and supervising the activities of the department, the Police Chief of a regional department is also responsible for the financial affairs of the agency. He or she monitors the departments accounts, cash flow and disbursements, and oversees the payroll process. The chief may also be involved in the administration of the health care plan, other department insurance plans, and even the pension plan. The hiring of a qualified civilian clerk, who can then also serve as an "Administrative Assistant" for the Chief of Police can provide the Chief with financial experience and technical expertise in those areas.

Every effort must be made by the Regional Police Commission to select a Chief with the necessary administrative experience and the fiscal management skills to oversee this type of agency. Any Sergeant or Corporal positions created will provide first-line supervision and guidance to the operational and support units of the department. These same supervisors will also provide daily patrol and investigative supervision to the various police officers and detective, if any, who are assigned to them. The investigation of all serious crimes and crimes involving juveniles will be handled by the Detective, supported by the uniformed patrol officers, and then by the Pennsylvania State Police or the Montgomery County District Attorney's Office, when required.

CHART 4
RECOMMENDED POLICE VEHICLES
(IACP Recommended Ratio is between 1.5 to 2.0 Officers per Vehicle)

Option	# Officers	# Vehicles	Ratio
1	18	10	1.8
2	10	6	1.7

Vehicles and Purchase Costs in Option # 1 –

- 5 New Vehicles to be purchased (\$225,000)
- 5 Current LFT vehicles to be retained and updated (\$5,000)

Vehicles and Purchase Costs in Option # 2 –

- 2 New Vehicles to be purchased (\$90,000)
- 4 Current LFT vehicles to be retained and updated (\$3,500)

CHART 5

PENNSYLVANIA REGIONAL POLICE DEPARTMENT COMPARISONS

17 Police Departments (7,500 – 20,000 Population)	Population	Officers	Square Miles	Towns	Officers per 1,000 Persons	Cost per Officer	Cost per Capita
Colonial (Northampton)	19,632	25	22.5	3	1.3	\$137,493	\$175
Perkiomen Valley (4)	18,897	18	23.67	4	1.0	\$145,588	\$139
Northwest (Lancaster)	18,000	18.5*	48	2	1.0	\$143,170	\$148
Southwest (Fayette)	17,930	10*	159.9	11	.6	\$79,939	\$45
Central Bucks	16,449	27*	6.5	3	1.6	\$166,425	\$274
Southern Chester	14,895	20	16.8	2	1.3	\$127,213	\$160
Buffalo Valley (Union)	14,200	18*	17.4	2	1.3	\$146,554	\$186
Susquehanna (Lancaster)	13,700	15.5*	45	3	1.1	\$158,764	\$180
Northern Berks	13,000	13	30.8	3	1.0	\$159,940	\$160
Slate Belt (Northampton)	12,442	20	28	3	1.8	\$179,256	\$289
West Hills (Cambria)	11,779	15*	19.9	4	1.3	\$82,167	\$105
Northeastern (York)	11,420	12	17.5	3	1.1	\$136,394	\$144
Pennridge (Bucks)	10,962	13	29.3	2	1.0	\$184,094	\$185
Perkiomen Valley (3)	9,758	10	18.9	3	1.0	\$145,035	\$149
Central Berks	9,390	14	6.6	3	1.5	\$137,306	\$205
Southern (Lancaster)	8,357	9.5*	28.3	2	1.1	\$102,105	\$116
Charleroi (Washington)	7,754	13*	3.2	4	1.7	\$66,130	\$111
Eastern Adams	7,665	8*	10.3	2	1.0	\$98,500	\$103
West Shore (Cumberland)	7,623	11	3.3	2	1.4	\$171,298	\$248
Average	12,719	15*	28.83	3	1.2	\$135,564	\$165

* Includes Part-Time Officers in Totals

PROPOSED 2019 OPERATING BUDGET(S)

To establish an actual cost for each police department option that is being presented and staffed, the GCLGS has prepared a proposed budget for each Regional Police Department option (1 and 2).

The salary figures used in the budget(s) are consistent with the anticipated 2019 requirements of the existing labor agreement between Lower Frederick Township and their current police officers. The budget used the highest contractual rate in any of these contracts, and, therefore, is based on the salaries, benefits and related costs as submitted by Lower Frederick Township.

In comparing a regional police budget with that of a typical township or borough, you must be careful to compare actual line item inclusions and costs. Often, items that appear in a regional police budget are not in the budget of a municipality's police agency but are instead found in the administrative budget of the township or borough. Some of these unlisted or "hidden" costs are:

- **Liability Insurance**
- **Workmen's Compensation Insurance**
- **Vehicle and Property Insurance**
- **Medical, Dental, and Life Insurance**
- **Legal Fees & Services**
- **Accounting, Auditing and Financial Services**
- **Building & Maintenance Costs (Rental, Construction or Renovations)**
- **Utility Costs**
- **Conversion Costs (Uniforms, reports, computers, firearms, etc.)**
- **Administrative / Operational Costs**

These costs are taken out of the respective municipal budgets when a regional police department is formed. Therefore, when comparing budgets, it is important that the true cost of police services be determined by apportioning them correctly.

The proposed budgets for both options are fully detailed later in charts 6 and 7. However, for Option #1 (4 Municipalities) the budget comes to \$2,620,600 for 18 officers and 2 staff personnel. This equates to an annual "Cost per Officer" of \$145,588 and an officer's hourly operating rate of \$85.54 (18 Officers x 1,702 Hours Worked = 30,636 Hours).

The proposed budget for Option #2 (3 Municipalities) comes to \$1,450,350 for 10 officers and 1 staff person. This equates to an annual "Cost per Officer" of \$145,035 and an officer's hourly operating rate of \$85.21 (10 Officers x 1,702 Hours Worked = 17,020 Hours). Also, for Option #1 the average "Per Capita" cost is \$139. For Option #2 the average "Per Capita" cost is \$148.

The proposed budgets do not include any additional cost reductions that may be realized through fines, administrative fees, private or intergovernmental grants, or the Regional Police Assistance Program provided by GCLGS. If awarded, any such Federal, State or Local grants would further help to offset some of these proposed costs and would reduce the budget amounts accordingly. It does, however, include many start-up costs, other changes or improvements that may be desired. The proposed, estimated budget has been prepared using the following five general categories as guidelines:

Personnel

This category contains the salaries and related benefits for all sworn and civilian personnel. Generally, personnel costs are the highest in any police budget and range from 65 to 90 percent of any total budget. The pension costs for the regional police department and the non-sworn pension fund will be returned by the municipalities after they receive state aid funds and by any contributions required of the pension plan participant.

The current pension plan for Lower Frederick Township appears to be adequately funded and should not prove to be a significant impediment to regionalization from a monetary standpoint. Monies were also budgeted for municipal liability and required insurances in the proposed budget.

Some municipalities feel they are adequately covered by their individual policies, and some purchase separate policies for the regional police commission. Also, many regional police departments choose to self-insure for unemployment benefits and make a yearly contribution to a reserve account. Monies are included for these, depending on which method is selected.

Supplies

Supplies include uniform purchases and maintenance, printing, office materials, postage, and equipment replacement. These are operating expenses only and do not include a complete uniform changeover or weapons change that may be desirable for the regional police department(s).

Support Services

This category includes professional services such as legal counsel and auditing expenses, as well as training, communications, computer services and related expenses. There should be no audit required after the first year of operation, since the year end audit will occur during the second year but its costs were included in this proposed first year budget. All computer software and radio technical expenses, including county radio fees, are also included in this category.

Vehicle Expenses

This category includes the purchase, outfitting, fueling, maintenance, and insurance for each department's police vehicle fleet. The budget provides for standardizing and using the best and newest vehicles from the current department, where possible. The number of proposed vehicles is based on the IACP's recommended ratio of 1.5 to 2.0 officers per vehicle.

With the IACP's recommended ratio for normal operation is between 1.5 and 2.0 officers per vehicle, we used 1.7 to 1.8 as an acceptable ratio for either option in this study. Lowering and keeping the ratio of newer, lower mileage cars low usually results in better service, better gas mileage, and lower maintenance costs. It also prolongs the safe and efficient service life of all vehicles.

Headquarters Expenses

This category includes all costs associated with the rental, construction or modification of the Lower Frederick Township municipal building and the addition of a modular facility to serve as an annex to the headquarters of the proposed regional department in Option # 1. Under Option # 2 this annex would not be needed, as only 2,750 square feet would be required, but the full 3,500 square foot facility would still be used. The IACP recommends a minimum of 250 square feet, per full-time employee, in any type of police headquarters facility. These standards are met in the size of the facilities proposed for either regional option.

PROPOSED COST DISTRIBUTION METHOD

There are several methods for the distribution of cost once a budget has been established for a regional police department. Most often in regional departments where the municipalities are similar, the costs are divided equally, or proportionally, according to the population and proposed required staffing and service levels. Some other alternative cost distribution methods are described later in this report. Other factors relating to revenue or use may be incorporated into a formula in an effort to achieve costs that are shared in the most equitable manner. Some of these other factors that are sometimes considered are assessed market valuation of real estate, square mileage, road mileage, and total taxes collected.

The four municipalities in this study are somewhat different, three being larger but more rural townships, and one being a much smaller but more densely populated borough. In some studies, reported Calls for Service can be examined and can be included as one of the cost distribution factors. However, in reviewing the reported calls for service, only one municipality can provide reliable statistics in this category. Likewise, crime data was also unavailable or incomplete for three of the four municipalities as well. This makes reported calls for service and reported crimes largely unreliable for comparison purposes and are, therefore, not recommended to be included as part of the initial cost distribution formula. However, in future years, and with a standardized reporting system used by the new regional department, calls for service and reported crimes should be included as part of the cost distribution factors and the subsequent amount to be paid by each municipality.

The most equitable way of cost distribution for this study seems to just be based on the percentage of the total population from each municipality. Even though three of the townships are larger in size than the borough, they are much more rural in nature than the borough. These factors, essentially "off-set" one another when it comes to determining the levels of police coverage that would be required by each one. **Therefore, for the purposes of this study, population will be used as the only factor when dividing the total costs of each proposed police department option.**

Other formulas can be determined, but the population only method, at least initially, does provide a fair and equitable way of cost sharing based on the quantity of police services that is anticipated to be used by each municipality. Each population should be examined during each subsequent year to see if this ratio needs to be adjusted, up or down. Additional items that could be examined for inclusion in future cost distribution formulas could include Earned Income Tax, and Property Assessments. Once standardized, the calls for service and crimes should also be added in future years. Chart 1 provides a detailed breakdown of the current population and the percentage of the total, along with other demographics, for each municipality.

ALTERNATE COST DISTRIBUTION METHODS

The immediate concern, after a budget has been developed, is a method of determining how much of the total cost will be paid by each municipality. Some of the more common factors which have been used in developing a cost distribution program are as follows:

1. Population

Population is often used as the sole factor for cost distribution and is being done so in this study. The primary responsibility of any police department is to protect the public and render efficient and effective service. Population is a very reliable factor, especially if the US census figures are current when used. It is important that the source for population figures used to determine cost distribution be reliable.

2. Land Area and Road Mileage

Population, when combined with land area and/or road mileage adds another dimension to the impact of people on police services and law enforcement. The distribution of population over an area (density factor) can also affect the policing needs of that area. The miles of road that must be patrolled or traveled to serve the residents directly impacts upon the department.

3. Property Value

Assessed valuation of real property can be used in conjunction with population as a formula for cost distribution. The combination links two components that are any police agency's primary goal: to protect life and property. Assessed market value is determined at the local level through county assessment.

4. Revenue and Taxes Collected

The percentage of distribution of total municipal revenues and taxes collected reflect the wealth of a community. Plan "D" on the following page of cost distribution analysis adds the factor of "total taxes collected" which is very similar to the Assessed Market Valuation Factor.

5. Police Protection Unit

The Northern York County Regional Police Department and others sometimes use a “police protection unit” concept in determining cost shares for each municipality. A police protection unit consists of ten hours of service each week or one quarter of the amount of time available from one officer. Each community purchases the number of units it desires, and therefore, has direct control over the amount of and cost of police services it receives. Each municipality determines, in advance of the budget year, how many units of ten-hours-a-week it desires in the coming year. A separation of administrative costs from direct service costs occurs in the Northern York Regional Police cost assessment method. In reality, each community pays a percentage share equal to the proportional share of the total units purchased.

With all of the above methods of cost distribution, the main point that must be kept in mind is that the levels of service are commensurate to the share of percent of budget being paid by each municipality. In other words, a regional police department with a complement of 21 sworn officers could ostensibly provide 1,702 hours of police service per officer or 35,742 hours annually. (21 officers x 1,702 hours = 35,742)

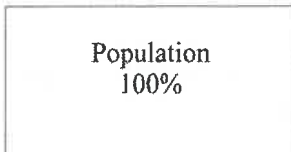
If community “A” pays 10% of the regional police budget, it would be entitled to receive 10% of the department’s services, or 3,574 hours of service annually.

If community “B” pays 50% of the regional police budget, that community will be paying five times the amount as community “A”, and therefore, it is entitled to five times the hours of service, or 17,871 hours of annual service.

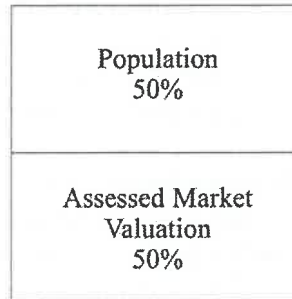
Community “B” with 17,871 hours of service would have an officer in their community at all times, while community “A” with only 3,574 hours of police service for their year would not. In effect, each community should receive the amount of service for which it pays. Please refer to the next page for the graphics for the previously mentioned methods of cost distribution.

Example Plans for Cost Distribution

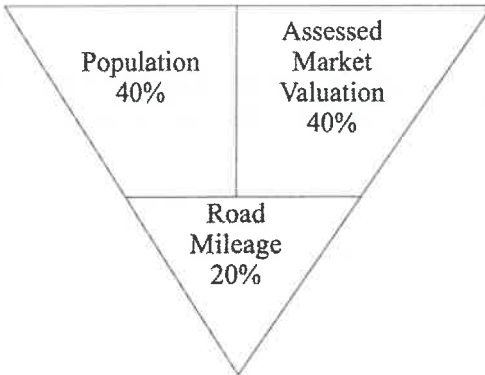
Plan A



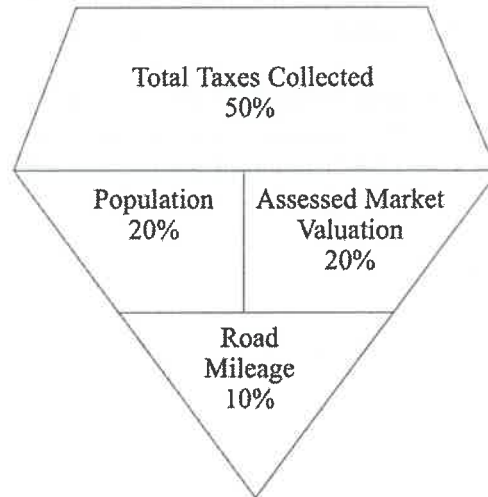
Plan B



Plan C



Plan D



COST DISTRIBUTION PLAN B - APPLIED TO THREE EXAMPLE COMMUNITIES

Community	(1) Population	(2) Percent of Total	(3) Times 50%	(4) Market Value Property	(5) Percent of Total	(6) Times 50%	(7) Total % Share Columns 3 & 6	(8) Cost Share of Total Budget
A	19,500	57.02	28.51	\$22,500,000	54.09	27.04	55.55	\$680,592
B	4,500	13.16	6.58	4,200,000	10.09	5.05	11.63	\$142,490
C	10,200	29.82	14.91	14,900,000	35.82	17.91	32.82	\$402,107
Totals	34,200	100.00	50.00	\$41,600,000	100.00	50.00	100.00	\$1,225,188

CHART 6
PROPOSED POLICE STAFFING LEVELS
for
Option # 1
Four (4) Municipalities Combined
Based on IACP Formula of 550 Incidents per 1,000 residents

Category	Combined Totals
Population (2018 provided by the municipality)	18,897
Number of Estimated Incidents (@ 550 per 1,000 residents)	10,393
Time Spent (Multiply above by .75)	7,795
Buffer (Multiply above by 3)	23,305
Staffing (Divide above by 2920)	8.0
Available (Multiply above by 1.72)	13.76
PATROL OFFICERS Needed	14
Detectives	1
Sergeants (2 + 2 more to be assigned out of the 14 Patrol Officers)	2
Additional Officers	0
Chief of Police	1
Total SWORN Police Personnel	18
Administrative Assistant / Clerical Personnel	2

CHART 6A

OPTION # 1 (4 Municipalities & 18 Officers) - PROPOSED 2019 BUDGET

BUDGET CATEGORY	Proposed Amount
Salary of Police Chief	110,000
Salary of Sergeants (4 @ 87,500 each)	350,000
Salary of Patrol Officers & Detective (13 @ 80,000 each / average)	1,040,000
Salary of Civilian Staff Personnel (1 @ 30,000; 1 @ 40,000)	70,000
Overtime (17 @ 2,5000 each)	42,500
Longevity and/or Other Miscellaneous Contractual Payments	3,000
Total SALARY Costs	1,615,500
Benefits (Includes all below items for all 20 personnel at 33% per person added)	533,000
• Medical Insurance	Included
• Social Security	Included
• Life Insurance	Included
• Liability Insurance	Included
• Workers Comp Insurance	Included
• Municipal Pension Contributions	Included
PERSONNEL COST TOTALS 82% of Proposed Budget)	\$2,148,500
Uniforms & Related Equipment (18 Officers @ \$1,200 each)	21,600
Office Supplies & Equipment	10,000
Education & Training (20 personnel @ \$250 each)	5,000
Dues, Memberships & Legal Publications (20 personnel @ \$100 each)	2,000
Computers, Related Software Migration, Visual Alert Updates, Data Services	5,000
Police Equipment (New Purchases, Maintenance and Repairs)	10,000
Vehicle Maintenance & Repairs (Cars 10 @ \$2,000 each / average)	20,000
Vehicle Gas & Oil (Cars 10 @ \$4,000 each / average)	40,000
Vehicle & Property Insurance	15,000
Utilities & Building Maintenance	10,000
Crime Prevention & Public Relations Programs	1,500
Traffic Unit Equipment & Maintenance	2,000
New Cars – 5 new to be purchased (5 New @ 45,000 each including all equipment)	225,000
Painting, Decaling, & Equipment – (5 Redone @ 1,000 each)	5,000
Miscellaneous Expenses (Computer Software, Data Services, Duty Ammo, etc.)	10,000
Telephones & Related Service Expenses (Includes Postage)	10,000
HQ Expenses – \$25,000 Lease of Annex & \$35,000 Rent to Lower Frederick	60,000
Legal Services	10,000
Accounting, Financial Services & Software (Payroll, Accounts, etc.)	10,000
NON-PERSONNEL COST TOTALS (18% of Proposed Budget)	\$472,100
TOTAL PROPOSED 2019 REGIONAL POLICE DEPARTMENT BUDGET	\$2,620,600

CHART 6B**COST DISTRIBUTION PER MUNICIPALITY****Based on the Four Municipality Population of 18,897**

<u>Option # 1</u> - Proposed Budget Amount 4 Municipalities 18 Officers / 2 Clerical & \$2,620,600 Total Budget				
Municipality	Population	% of Population & Cost Share Percentage	Per Capita Cost	Total Share Amount
Lower Frederick Township	4,850	26%	\$141	\$681,356
Upper Frederick Township	3,523	19%	\$141	\$497,914
Schwenksville Borough	1,385	7%	\$132	\$183,442
Perkiomen Township	9,139	48%	\$138	\$1,257,888
TOTALS	18,897	100%	\$139 Average	\$2,620,600

CHART 7
PROPOSED POLICE STAFFING LEVELS
for
Option # 2
Three (3) Municipalities without Perkiomen Township
Based on IACP Formula of 550 Incidents per 1,000 residents

Category	Combined Totals
Population (2018 provided by the municipality)	9,758
Number of Estimated Incidents (@ 550 per 1,000 residents)	5,367
Time Spent (Multiply above by .75)	4,025
Buffer (Multiply above by 3)	12,076
Staffing (Divide above by 2920)	4.13
Available (Multiply above by 1.72)	7.10
PATROL OFFICERS Needed	7
Detective	1
Sergeant	1
Additional Officers	0
Chief of Police	1
Total SWORN Police Personnel	10
Administrative Assistant / Clerical Personnel	1

CHART 7A

OPTION # 2 (3 Municipalities & 10 Officers) - PROPOSED 2019 BUDGET

BUDGET CATEGORY	Proposed Amount
Salary of Police Chief	100,000
Salary of Sergeant (1 @ 90,000)	90,000
Salary of Patrol Officers (8 @ 80,000 each / average)	640,000
Salary of Civilian Staff Personnel (1 @ 40,000)	40,000
Overtime (9 @ approximately 3,000 each)	27,000
Longevity and/or Other Miscellaneous Contractual Payments	3,000
Total SALARY Costs	900,000
Benefits (Includes all below items for all 11 personnel at 33% per person added)	297,000
• Medical Insurance	Included
• Social Security	Included
• Life Insurance	Included
• Liability Insurance	Included
• Workers Comp Insurance	Included
• Municipal Pension Contributions	Included
PERSONNEL COST TOTALS (82% of Proposed Budget)	\$1,197,000
Uniforms & Related Equipment (10 Officers @ \$1,200 each)	12,000
Office Supplies & Equipment	7,000
Education & Training (11 personnel @ \$250 each)	2,750
Dues, Memberships & Legal Publications (11 personnel @ \$100 each)	1,100
Computers, Related Software Migration, Visual Alert Updates, Data Services	5,000
Police Equipment (New Purchases, Maintenance and Repairs)	10,000
Vehicle Maintenance & Repairs (Cars 6 @ \$2,000 each / average)	12,000
Vehicle Gas & Oil (Cars 6 @ \$4,000 each / average)	24,000
Vehicle & Property Insurance	8,000
Utilities & Building Maintenance	10,000
Crime Prevention & Public Relations Programs	2,000
Traffic Unit Equipment & Maintenance	2,000
New Cars – 2 new to be purchased (2 New @ 45,000 each including all equipment)	90,000
Painting, Decaling, & Equipment – (3 Marked @ 1,000 each / 1 Unmarked @ 500)	3,500
Miscellaneous Expenses (Computer Software, Data Services, Duty Ammo, etc.)	5,000
Telephones & Related Service Expenses (Includes Postage)	8,000
HQ Expenses – Main HQ Rent to Lower Frederick Township (3,500 sf @ \$10/sf)	35,000
Legal Services	8,000
Accounting, Financial Services & Software (Payroll, Accounts, etc.)	8,000
NON-PERSONNEL COST TOTALS (18% of Proposed Budget)	\$253,350
TOTAL PROPOSED 2019 REGIONAL POLICE DEPARTMENT BUDGET	\$1,450,350

CHART 7B
COST DISTRIBUTION PER MUNICIPALITY
Based on the Three Municipality Population of 9,758

<u>Option # 2</u> - Proposed Budget Amount 3 Municipalities 10 Officers / 1 Clerical & \$1,450,350 Total Budget				
Municipality	Population	% of Population & Cost Share Percentage	Per Capita Cost	Total Share Amount
Lower Frederick Township	4,850	50%	\$149	\$725,175
Upper Frederick Township	3,523	36%	\$148	\$522,126
Schwenksville Borough	1,385	14%	\$147	\$203,049
Perkiomen Township	-----	-----	-----	N/A
TOTALS	9,758	100%	\$148 Average	\$1,450,350

CHART 8
ORGANIZATIONAL CHART
4 MUNICIPALITIES - 18 OFFICERS & 2 CLERKS

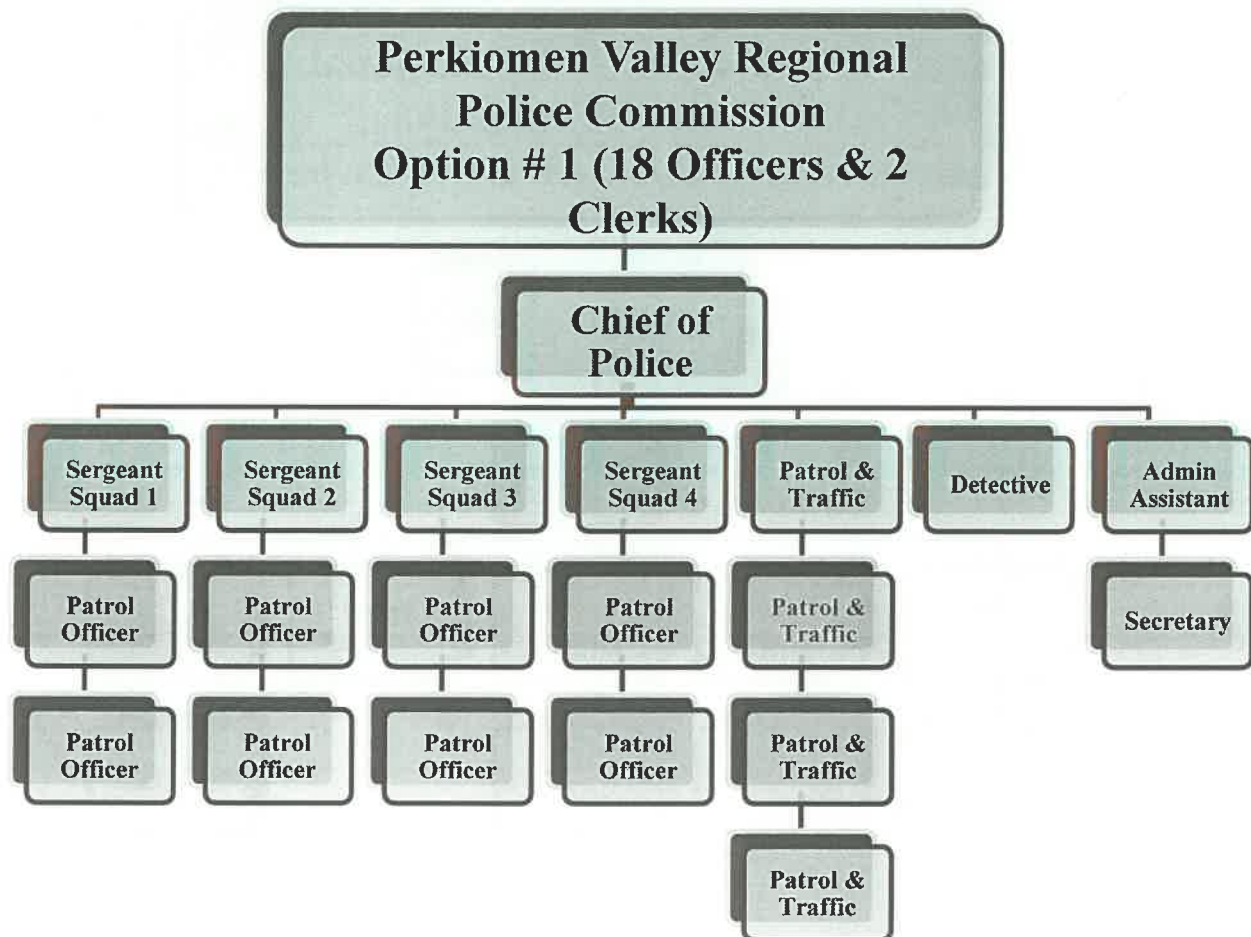
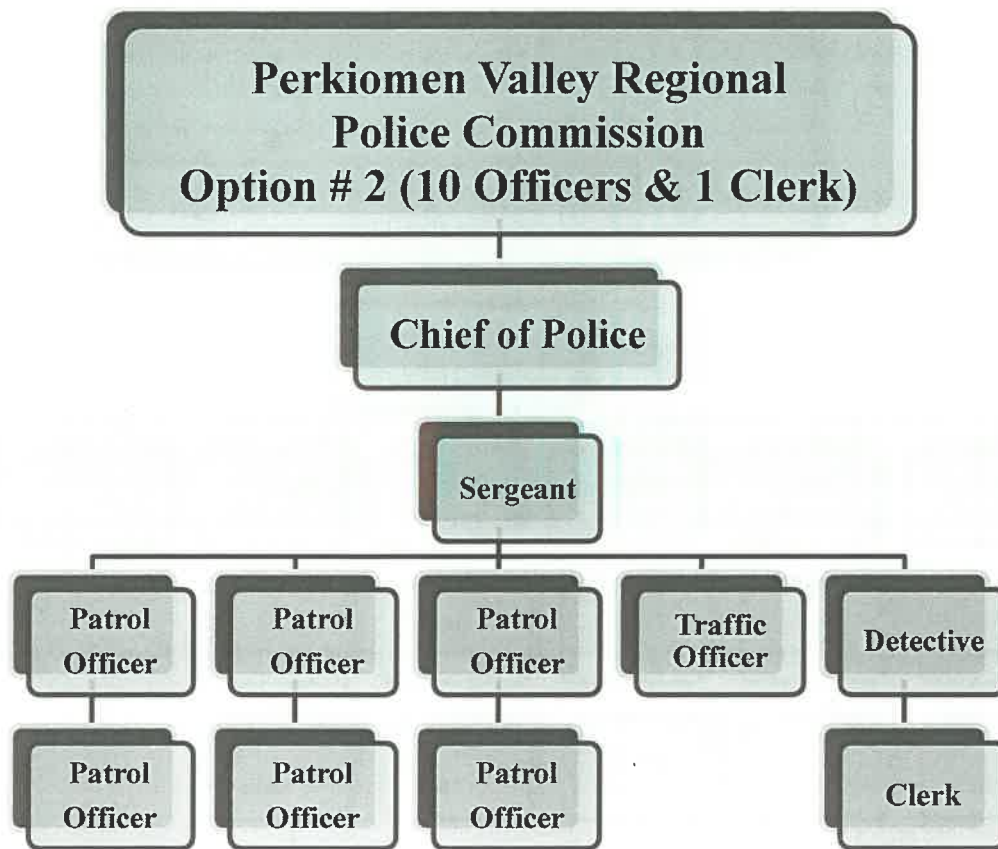


CHART 9
ORGANIZATIONAL CHART
3 MUNICIPALITIES - 10 OFFICERS & 1 CLERK



CONCLUSIONS AND RECOMMENDATIONS

Our analysis of the data and information obtained throughout this study *strongly* supports our recommendation that the four municipalities should combine their resources and create one new regional police department for this region. If the one larger department is determined not to be feasible, then it is recommended that one smaller regional department be formed, based on the detailed information and the two options provided in this study. The consolidation of the separate police departments will result in the following major improvements in the delivery of police services.

- The ability to establish a uniform and consistent police enforcement program throughout the region which comprises all four contiguous municipalities and would utilize all full-time officers and full-time civilian clerical personnel in this important endeavor.
- The ability to utilize police personnel more effectively by staffing and deploying officers based upon geography, workload, calls for service patterns, crime trends, traffic patterns and so forth.
- The ability to provide more efficient and effective police services by eliminating the duplication of some services, facilities, and items of equipment that may currently exist.
- The ability to conduct more thorough investigations by the creation of a full-time Detective Division. Included in this largest department will initially be one full-time detective. Being free from any regular patrol duties, this detective will have more time to receive more specialized training and to develop expertise in juvenile investigations, school crimes, crime scene investigations, forensic technology, interviewing techniques, as well as drug and gang related investigations.
- The ability to utilize special units, plainclothes officers when needed, traffic enforcement details, and others to address special challenges and needs as they arise in each community and with the flexibility that a larger force provides to its citizens.
- Eliminates the use of any part-time personnel that are being used. This will eliminate all costs associated with any part-time personnel as well, along with providing better training, supervision, and management for all the full-time personnel being employed.

The following facts regarding the consolidation of police departments reinforce our recommendation for consolidation of the departments serving these four contiguous municipalities.

- The National Advisory Commission on Criminal Justice Standards and Goals notes in Standard 5.2 that every state and local government and every police agency should provide police services by the most effective and efficient organizational means available to it. It also notes, that, at a minimum, police agencies that employ fewer than ten sworn employees should consolidate for improved efficiency and effectiveness.

- Pennsylvania adopted in its Pennsylvania police standards for the improvement of police services Standard 6.4 which notes that where appropriate to do so, police departments should consolidate to improve efficiency and effectiveness but in no case should an arbitrary limit or agency size be imposed, and in no case should individual agency members lose salary or status because of such consolidation.
- According to a U.S. Department of Justice study, Pennsylvania currently has around 966 municipal (local) police departments serving a population of approximately 12.7 million. This is the highest number of municipal police departments in the United States. Even the state of Texas, which is almost six times larger in area than Pennsylvania, has only about 788 municipal (local) police departments - and for a total population of approximately 26.9 million. Over 83% of Pennsylvania's full-time police departments have less than ten officers while 90% has less than 25 officers. Small agencies generally lack the resources to provide adequate continuous patrol and an ability to provide a full range of police services. A consolidated regional police department eliminates duplication, better utilizes resources, provides better training, and is better able to respond to common region-wide problems.
- A study titled "A Review of the Northern York County Regional Police Department", completed in 1989 by the Pennsylvania Department of Community Affairs, concluded that the regional police department was providing a higher level of service at a significantly lower cost by using less personnel and resources. The average citizen in the communities served by the Northern York County Regional Police Department paid 25.6% less for police services than did the citizens served by their own department in the model communities. (Reference DCA Bi-Monthly Publication Volume 2- No. 3, August 1989). This fact was recently affirmed through another DCA study conducted using data from 1996.

In 2007 a study titled "A Comparative Review of a Regional Police Department and Traditional Police Departments" was completed by the Pennsylvania Department of Community and Economic Development. This study focused on the West Hills Regional Police Department in Cambria County. Again, DCED concluded that the regional police department was providing a higher level of service at a significant lower cost. The average citizen in the communities served by the West Hills Regional Police Department paid 24.2% less for police services than the citizens served by their own police agencies in the model communities. A copy of these reports is available upon request.

We commend the elected officials from the four municipalities for considering the possibility of consolidation of police services. We know that intergovernmental cooperation in municipal policing is probably more difficult to achieve than any other municipal service. The President's Commission on Law Enforcement Administration of Justice Task Force Report on Police states:

"The political and social pressures linked to the desire for local self-government offers the most significant barrier to the coordination and consolidation of police services".

Similar internal opposition has occurred with nearly every major change in policing since the turn of the century. Today, testing and selection policies, police academy training, and modern telecommunication systems which dispatch police departments for entire counties are taken for granted as indispensable to a modern police force, but all of these developments were accepted only after hard-fought battles to enact them. If the municipalities continue to be interested in a regional police department after review of this study, then we recommend that public hearings be set up to explain the proposals to all area residents and police officers. This report does not cover all the factors regarding the implementation of a regional police department.

The municipalities will have to address other issues such as the final selection of a police chief, development of the articles of agreement, police pension issues, facility improvement, selection or construction, and the negotiation of a new police labor contract. However, in our view, enough information has been developed in this report to allow the interested municipalities to make an informed decision on whether or not to proceed with this project. Should the communities desire to do so, the GCLGS can provide ongoing assistance in addressing all the remaining issues.

OPTIONS FOR FUTURE POLICE SERVICES

Based on the results of this study, the following are some options and recommendations made for each municipality concerning their continuing need to provide professional police services to the residents, visitors and students in their communities:

- 1) Establish one new, larger regional police department to serve the four municipalities as per the general recommendations of this study, *or...*
- 2) Create one smaller regional department comprised of just three municipalities, as per the second option presented and discussed in this study, but only if the desired four municipality agreement cannot be completed, *or...*
- 3) Remain in operation, as one is presently doing, as a small individual police department operating in its own respective municipality, *or...*
- 4) Have whatever size the newly formed regional department develops into to then provide police services, on a full-time, part-time, hourly or “per incident” contractual basis, to any remaining municipality that does not officially join the regional department, *or...*
- 5) Continue to rely solely on the resources of the Pennsylvania State Police, and whatever financial assessments are enacted by them in the future, for all the police needs of the municipalities that do not enter into one of the above regional agreements.

Chart 10

Regional Police Implementation Flow Chart



MUNICIPAL ASSISTANCE GRANT PROGRAM

This grant program is administered by the Governor's Center for Local Government Services. Grant funds are usually used to finance up to 50% of the total project cost. Any group of two or more municipalities, or a body authorized to act on behalf of two or more municipalities is eligible to apply for the funds. Police eligible activities include regional police departments, municipal police agencies providing contractual police services or a related intergovernmental police service to another municipality. Eligible activities may include: Start-up costs for small regional police agencies, new or used equipment purchased by regional police departments or contractual police departments and the cost of police personnel that may provide police services to one or more communities. Grant applications are received year-round and grant awards are made each month during the year. For applications and program information, contact the Governor's Center for Local Government Services, Ron Stern, at our toll-free number 1-888-223-6837, or email rstern@state.pa.us.

REGIONAL POLICE ASSISTANCE GRANT PROGRAM

This grant program is administered by the Pennsylvania Commission on Crime and Delinquency (PDDC). The purpose of this grant is to improve the delivery of public safety services through intergovernmental cooperation, by facilitating the formation of full-time, full service regional police departments.

The Articles of Agreement, between municipalities forming a regional department, must be executed in order to be eligible to apply for funding. New departments may be considered for up to three years of funding to support the police chief's salary and benefits at a maximum of 50% of the chief's salary, not to exceed \$50,000.

Continuation applications are required each year, and continued funding in years two and three is contingent upon acceptable performance in previous year(s) as well as the availability of funding. For applications and program information, contact Angi Crater, Pennsylvania Commission on Crime and Delinquency, 717-265-8456, acrater@pa.gov.

PENNSYLVANIA LAW ENFORCEMENT ACCREDITATION PROGRAM

The Pennsylvania Chiefs of Police Association introduced the Pennsylvania Law Enforcement Accreditation Program to the Commonwealth in July 2001. Since then, over 364 law enforcement agencies have enrolled and 116 enforcement agencies have attained accredited status. To date, twenty-six (26) police departments just in Montgomery County have already been accredited under this program.

Accreditation is a progressive and time-proven way of helping institutions evaluate and improve their overall performance. The cornerstone of this strategy lies in the promulgation of standards containing a clear statement of professional objectives. Participating administrators then conduct a thorough analysis to determine how existing operations can be adopted to meet these objectives. When the procedures are in place, a team of independent professionals are assigned to verify that all applicable standards have been successfully implemented. The process culminates with a decision by an authoritative body that the law enforcement agency is worthy of accreditation.

The Pennsylvania Law Enforcement Accreditation Program was designed and developed by professional law enforcement executives to provide a reasonable and cost-effective plan for the professionalization of law enforcement agencies within the Commonwealth. The underlying philosophy of the program is to have a user-friendly undertaking for the departments that will result in a "success" oriented outcome.

Your law enforcement peers want the program to be consistent and achievable for all types and sizes of law enforcement agencies within the Commonwealth. That perspective has been used in the development of the program and in its implementation. Regardless of the size of your agency your department can successfully undertake and complete the Pennsylvania Law Enforcement Accreditation Program of the Pennsylvania Chiefs of Police Association.

Of course, there will be complex work involved, but that is true of any professional project that is worth accomplishing. However, the Commission members, the accreditation staff, and the accreditation coalition support groups in various parts of the state are in place to assist you and your personnel with the process leading to accredited status and the Commission recognition and certification.

It is the goal of the Pennsylvania Law Enforcement Accreditation Program to be affordable, Pennsylvania-specific, and user-friendly. They will continue to endeavor to accomplish those purposes for the law enforcement agencies of the Commonwealth of Pennsylvania.

The program can be broken down into three phases:

Phase One – Application:

The police department and local government officials make the joint decision to pursue police accreditation. Together, you notify the accreditation staff at the Pennsylvania Chiefs of Police Association via a Letter of Intent. Staff then provides all materials to begin the accreditation process. Not only does the agency receive the manuals, but also organizational materials such as labels for the accreditation folders and a software tracking program. A video is included to assist you in concisely explaining the program to your agency staff. A free training class is also available for newly appointed Accreditation Managers and their Chief. There is a one-time fee of \$100 to participate in the Pennsylvania Law Enforcement Accreditation Program. This payment should accompany the Letter of Intent.

Phase Two – Self-Assessment:

The Accreditation Manager will begin the process internally by performing a self-assessment of the agency. This begins as an exercise in comparison. The Accreditation Manager will compare how the current policies comply with the program's 132 standards. Most agencies will discover that they are closer to compliance than anticipated.

When the agency has completed the self-assessment phase, it will want to host a mock-assessment. This is a final review to ensure a smooth assessment in phase Three. Staff is available throughout the process, offering support and guidance to ensure every agency's success. In addition, several localized coalitions have been formed by Accreditation Managers to assist one another. There is also a state coalition that can be very helpful.

Phase Three – Formal Assessment:

The final phase of the accreditation process is the Commission assessment. Trained assessors will do an on-site, two-day review of agency files ensuring compliance with all standards. Please note that the assessment is a success-oriented process.

Your accredited status will remain valid for a three-year period. With accredited status, your agency may experience insurance savings; stronger community relations; and increased employee input, interaction and confidence in the agency.

For program information, contact Mr. Richard E. Hammon, Pennsylvania Accreditation Coordinator, Pennsylvania Chiefs of Police Association, 3905 N. Front Street, Harrisburg, PA 17110, telephone 717-236-1059, or email rhammon@pachiefs.org.

NOTES

